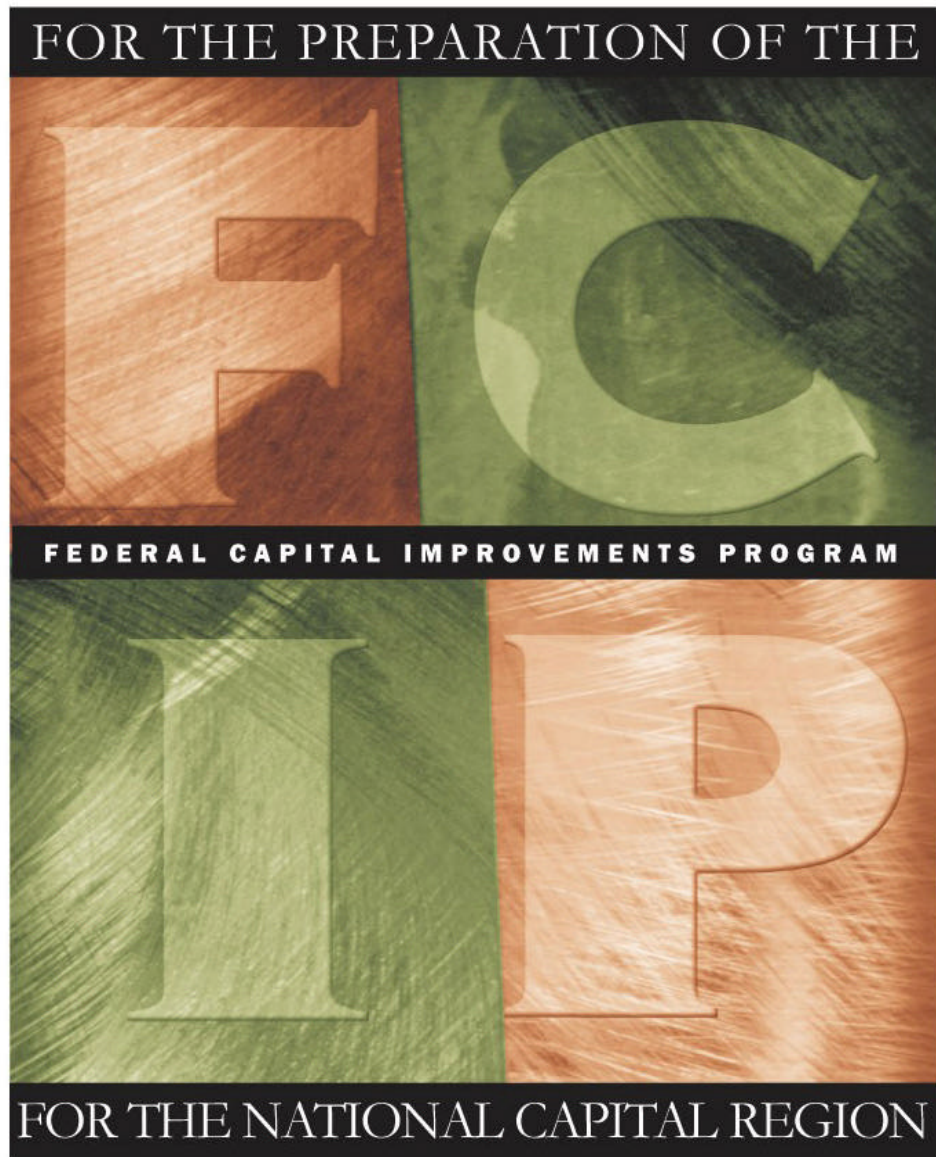


Instructions for Submission of Capital Improvements Programs



2006-2011

*National Capital Planning Commission
October 2004*

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This instruction booklet is available at www.ncpc.gov.

Should there be any questions concerning the following policies, please contact:
Jeffrey L. Hinkle, AICP, Community Planner—FCIP Program Manager
Phone: 202-482-7265; Email: jeff.hinkle@ncpc.gov.

I. INTRODUCTION

As the central planning agency for the federal government, the National Capital Planning Commission (the Commission) is responsible for planning the appropriate, orderly development of the federal establishment in the National Capital Region. These responsibilities include the annual preparation of the six-year Federal Capital Improvements Program (FCIP)¹. The adopted program contains the Commission's recommendations to the Office of Management and Budget (OMB) and to other federal departments and agencies on proposed land acquisitions and development proposals that will be considered for funding in the next six years.

Preparation of this program relies upon each participating federal department and agency (hereafter referred to as agency) to submit its six-year capital improvements program and proposed capital budget recommendations for the Commission's review. For this reason, these instructions have been prepared as a guide for each agency in preparing its recommended FYs 2006-2011 capital improvements program. Each agency is requested to prepare its submission in accordance with these instructions and to meet the deadline for submitting program materials to the Commission.

The FYs 2006-2011 (capital improvements program) materials will be reviewed by the Commission in the summer of 2005 and the adopted program will be forwarded to the OMB and made available to the public. In addition, during the summer of 2005 Commission staff will verify with the agencies information previously submitted for preparation of the President's budget for the following year (agencies' FY 2007 capital budget). The Commission will review any new materials in its executive session in the fall of 2005 and report its recommendations to OMB.

II. FCIP FUNCTION AND PROCESS

To understand the basis for the preparation of the Federal Capital Improvements Program, the next section provides:

- A. Capital improvement definition.
- B. Role and function of the FCIP.
- C. Office of Management and Budget review.
- D. Legal authority.
- E. Project submission recommendations.

A. CAPITAL IMPROVEMENT DEFINITION

For purposes of the Federal Capital Improvements Program, a capital improvement is defined as a non-recurring expenditure or any expenditure for physical improvements, including costs for: acquisition of existing buildings, land, or interests in land; construction of new buildings or other structures, including additions and major alterations; construction of streets and highways or utility lines; acquisition of fixed equipment; landscaping; and similar expenditures.

Expenditures for federal capital improvements can be:

- Funds appropriated by Congress.
- Non-appropriated federal funds generated from sources such as retail sales at United States postal facilities, military stores, and officers' clubs.
- Funds provided by the private sector for construction on federal property or for construction on private land, provided the new structure is for occupancy and eventual ownership by the federal government.

¹ Section 7 of the National Capital Planning Act (40 U.S.C. § 8723(a)).

B. ROLE AND FUNCTION OF THE FCIP

The Federal Capital Improvements Program serves as a budgeting and planning tool. The National Capital Planning Commission reviews proposed federal capital projects within the National Capital Region for their conformity with adopted federal plans and policies and makes recommendations based on this review. These recommendations are transmitted to the Office of Management and Budget which, in turn, uses the information as it develops the President's annual budget. The Commission's recommendations and comments do not represent approval of the proposed project and shall not be construed or represented to constitute Commission review of project plans pursuant to 40 U.S.C § 8722(d) and Section 5 of the National Capital Planning Act (40 U.S.C § 8722(b)(1)), or any other applicable statute.

The Commission's recommendations and comments within the FCIP are based on the extent to which proposed projects conform with planning and development policies in the region as described in plans and programs adopted by the Commission, regional planning bodies, and local and state governments. These recommendations and comments represent the Commission's assessment of the project's contribution to implementing planning policies and initiatives or support of key federal interests.

As an initial assessment of proposed federal capital projects, the FCIP allows the Commission to identify, at a sufficiently early stage, projects that are important to the orderly development of the federal establishment, as well as projects that have potential adverse impacts or planning problems that require resolution.

Another function of the FCIP is to coordinate proposed federal agency capital projects with agencies' long-range systems plans, Commission-approved master plans, and Commission-approved site and building plans for federal installations or single facilities. The FCIP functions as a vital first step in the implementation of these plans by serving as an early notification and coordinating tool for interested and affected local, regional, and state agencies. State and local governments submit their capital improvements programs to NCPC for review, allowing the Commission to determine, at the earliest possible time, whether federal interests are impacted. Such coordination ensures that the schedules of related projects are properly timed, possibly avoiding delays at the time of formal review. This coordination results in cost savings to local and state governments and in overall improvements to the regional economy.

Preparation of the FCIP requires the cooperation and assistance of participating federal departments and agencies in submitting their capital improvements programs to the Commission by the fall deadline. In the spring, the Commission's recommendations for capital projects for the upcoming six fiscal years are prepared. The first year represents funding requests contained in the President's budget transmitted to Congress (FY 2006), the second to sixth years (FYs 2007-2011) represent extended funding of projects or new projects that are scheduled year-by-year until they are ready for funding consideration). A proposed FCIP is circulated for review and comment, and later the FCIP is adopted by the Commission.

During the summer, NCPC asks federal agencies for an update on capital budget and program information for the development of the next President's budget (FY 2007). Following receipt, NCPC reviews these capital budget requests and transmits the Commission's recommendations to the Office of Management and Budget in the fall.

Projects in the FCIP are reviewed for conformity with, and their contribution to, the implementation of:

1. ***Extending the Legacy: Planning America's Capital for the 21st Century***
2. ***Comprehensive Plan for the National Capital: Federal Elements***
3. ***Memorials and Museums Master Plan***

4. Master plans and strategic plans for federal facilities and installations, and federal agency long-range system plans and programs

5. Security measures consistent with *The National Capital Urban Design and Security Plan*:

As the need for appropriate security measures at federal facilities has escalated, many federal agencies in the National Capital Region have erected makeshift barriers at their facilities. As a result, unsightly and poorly functioning entrances and public spaces proliferated at federal facilities, marring the beauty and perceived openness of the nation's capital.

In response to this growing problem, the Commission adopted *The National Capital Urban Design and Security Plan* in October 2002. The plan proposes a framework to improve the security of the public and its government within the Monumental Core while reestablishing a sense of openness and freedom. The plan identifies design solutions for perimeter security to protect against threats by bomb-laden vehicles approaching federal buildings. Design solutions include "hardened" street furniture and landscaped planting walls that can enhance local streetscapes while providing required security.

The Commission strongly supports securing sites in the National Capital Region and making them safe for federal workers and visitors. The Commission, however, encourages a comprehensive approach to the design of permanent security measures and requests that agencies coordinate their security projects with the recommendations contained within *The National Capital Urban Design and Security Plan*.

C. OFFICE OF MANAGEMENT AND BUDGET REVIEW

With the passage of the Government Performance and Results Act of 1993, the Office of Management and Budget is placing increased emphasis on linking federal agency program resources with performance, comparing proposed projects with actual federal departments' and agencies' strategic plans. OMB has identified the Federal Capital Improvements Program as an important management reform initiative, and uses the Commission's recommendations to assist it in analyzing federal capital budget submissions.

D. LEGAL AUTHORITY

Preparation of the Federal Capital Improvements Program is pursuant to Section 7 of the National Capital Planning Act (40 U.S.C. § 8723(a)), which requires that the Commission annually review and recommend a six-year program of federal public works projects for the National Capital Region. In addition, Section 33.1(d) of the Office of Management and Budget Circular No. A-11 *Preparation, Submission, and Execution of the Budget* (July, 2004) states that "you must consult with the National Capital Planning Commission in advance regarding proposed developments and projects or commitments for the acquisition of land in the National Capital area."

E. PROJECT SUBMISSION RECOMMENDATIONS

The National Capital Planning Commission requests that the participating departments and agencies comply with the following recommendations, when appropriate, in submitting their capital programs for inclusion in the Federal Capital Improvements Program.

- Each federal agency should use the *Comprehensive Plan for the National Capital: Federal Elements* as a planning policy guide in preparing its submission of proposed projects for the capital improvements program.

- The status of all approved master plans should be assessed approximately every five years by federal agencies. Master plans should be revised, as needed, to incorporate all project proposals prior to submitting them to the Commission as part of the capital improvements program.
- Proposed development projects should be evaluated for compliance with applicable federal, state, and local requirements regarding historic preservation or environmental protection, including impacts on traffic and nearby properties. Implementation may require review by federal, state, county, and city officials pursuant to historic preservation or environmental regulations, including issuance of permits, promulgated under the authority of federal law.
- The Commission urges each department and agency planning a project that will either generate additional stormwater runoff or potentially affect a 100-year floodplain or wetland area to identify measures, at the preliminary project plan review stage, to mitigate any potential adverse impacts.
- The Commission requests that federal agencies, in planning for future projects, specifically adhere to the policy in the Federal Facilities Element of the Comprehensive Plan, which states that, in selecting new locations or relocating federal activities, consideration should be given to the use of existing underdeveloped federal facilities before space is leased or additional lands are purchased. In addition, the Commission encourages the Office of Management and Budget and other federal agencies to conform to the Comprehensive Plan and Executive Order 12072 regarding the location of federal facilities in the District of Columbia.
- As stated in the Federal Workplace Element of the Comprehensive Plan, the federal government should achieve not less than 60 percent of the region's federal employment in the District of Columbia. This policy is used by the Commission to ensure the retention of the historic concentration of federal employment in the seat of the national government. The Commission encourages federal agencies and departments to help realize this goal by locating and maintaining Cabinet-level departments and independent agencies and commissions, including facilities housing departmental, commission, or agency heads, their assistants, and other staff within the District of Columbia. Agencies and departments are also encouraged to consider locating and maintaining other types of federal facilities within the District of Columbia, as guided by other policies within the Comprehensive Plan.
- The Commission encourages all federal departments and agencies to adhere to the concepts contained in *Extending the Legacy: Planning America's Capital for the 21st Century* as they prepare proposals for development within the Monumental Core. The plan provides alternatives to preserve and enhance Washington's Monumental Core, which extends generally from the steps of the Capitol to the Lincoln Memorial and Arlington Cemetery, and from the White House to the Potomac and Anacostia Rivers.
- The Commission encourages all federal agencies to design security improvements that are aesthetically appropriate to their surroundings and enhance the public environment. In particular, security improvements should be designed in accordance with recommendations in NCPC's *National Capital Urban Design and Security Plan*.

Copies of the Commission's plans, including *Extending the Legacy: Planning America's Capital for the 21st Century*, the *Comprehensive Plan for the National Capital: Federal Elements*, the *Memorials and Museums Master Plan*, and *The National Capital Urban Design and Security Plan*, are available in PDF format at www.ncpc.gov, or by calling the Commission at (202) 482-7200.

III. GENERAL SUBMISSION REQUIREMENTS

A. SUBMISSION CONTENTS

The designated representative of each agency should submit to the Commission **ONE COPY** of the agency's six-year capital improvements program. The submission should consist of the following:

Form A: Federal Project Proposal, for each project whether "new" or "existing" (an updated Form A should be submitted to the Commission for projects submitted on a Form A in previous years). A site location **map** showing the location of each proposed project should be attached with Form A.

Form B: Annual Review of Project Status

Form C: Proposed Federal Project Priority List

B. SCHEDULE FOR SUBMISSION OF CAPITAL PROGRAMS (FYS 2006-2011)

Initial drafts of FYs 2006-2011 submissions are due by **Friday, November 19, 2004** (including a Form A for each project for which FY 2006-2011 funds are requested). Copies of Form B and Form C are also due at this time.

Following review of projects submitted in agencies' initial drafts, in February of 2005 NCPC will propose recommendations and relay these recommendations to agencies for review. Agencies will then have an opportunity to revise their FYs 2006-2011 submissions and review and comment on NCPC's recommendations. **Revised FYs 2006-2011 submissions** are due by **Friday, April 29, 2005**. From this submission, NCPC will compile a Proposed Federal Capital Improvements Program for FYs 2006-2011 and release this document for a 60-day public review and comment period (release of the proposed program is tentatively scheduled for the Commission's Thursday, June 2, 2005 meeting).

During the public review and comment period, agencies have an opportunity to make final revisions to their FYs 2006-2011 submissions prior to Commission adoption. Any **final revised FYs 2006-2011 submissions** are due by **Friday, July 22, 2005**. From this submission, NCPC will compile a final draft of the Federal Capital Improvements Program for FYs 2006-2011. Adoption of the Federal Capital Improvements Program is tentatively scheduled for the Commission's Thursday, September 8, 2005 meeting).

In addition, during the fall of 2005 the Commission will review agency submissions for capital budgets for the preparation of the President's next budget (FY 2007). Agencies have an additional opportunity to make final revisions to their FY 2007 submissions prior to Commission review. Any additional changes to **FYs 2007 capital budget submissions** are due by **Friday, September 16, 2005**. Review by the Commission of final capital budget submissions for FY 2007 is tentatively scheduled for the Commission's Thursday, October 6, 2005 meeting).

FYs 2006-2011 Capital Program	DEADLINE FOR SUBMISSION
initial draft_____	Friday, November 19, 2004
revised draft_____	Friday, April 29, 2005
final revised_____	Friday, July 22, 2005
final revisions FY 2007 Capital Budget_____	Friday, September 16, 2005

If your agency is *not* planning any land acquisition, rehabilitation/renovation, or construction projects during FYs 2006-2011, *please notify the Commission* in writing (an Email to Stacy T. Wood, Community Planner, at stacy.wood@ncpc.gov is acceptable).

C. SUPPLEMENTAL SUBMISSION/REPROGRAMMING OF FUNDS

If, at any time during the year, an agency submits to OMB a supplemental request or reprograms funds for a project, a submission should also be made to the Commission.

In addition, should the funding request for any project increase or decrease by 10 percent or more of the original project cost estimate contained in a prior Federal Capital Improvements Program, the agency should submit an explanation, including any changes in the project description.

IV. INSTRUCTIONS FOR SUBMISSION MATERIALS

The Federal Capital Improvements Program is based upon information furnished by each participating agency.

The purpose of the submission materials is to provide consistent quantitative data and descriptive information about each project and each agency's overall program for use by the Commission and the Office of Management and Budget in their review. It is important that the requested information on the forms be clear and complete.

The following section defines the kinds of projects that should be included in the program submission and describes the materials that should be submitted.

A. DEFINITION OF PROJECTS TO BE INCLUDED IN THE SUBMISSION

A "capital improvement" is defined as a non-recurring expenditure or any expenditure for physical improvements, including cost for acquisition of existing buildings, land, or interests in land; construction of new buildings or other structures, including additions and major alterations; construction of streets and highways or utility lines; acquisition of fixed equipment; landscaping; and similar expenditures.

These capital improvements expenditures can be (1) funds appropriated by Congress; (2) non-appropriated federal funds generated from sources, such as retail sales at United States postal facilities, military stores, and officer's clubs; (3) funds generated by the private sector for construction on federal property; or (4) funds generated by the private sector for construction on private land, provided the new structure is for occupancy and eventual ownership by the federal government. Submissions should also identify major changes in the existing facility that would result in change in function, intensity of use, the number of employees, or—in historic landmark properties—where the proposed improvement would significantly alter the interior or exterior character of the building.

Certain projects may generally meet the above definition of a capital improvement, but they are not included in the scope of this program because they are relatively minor improvements and would not have a long term impact or because they are recurring items, such as general maintenance or repairs. The following types of projects fall within this category and would not be included in an agency program submission provided that they are not inconsistent with an approved master plan or project plan for the federal property affected:

1. Projects involving the replacement of walks, roadways, and parking areas, where there is no change in location or existing character.

2. Projects involving the rehabilitation, repair, or minor alterations of existing buildings or structures when there is no substantial change in the existing use, character, or extent of the building or structure, and no substantial extension of the useful life of the building or facility. *Excepted are facade alterations and new roofs for existing buildings or other structural improvements that would change the character or extend the useful life of a building or a facility for fifteen years or more—these must be included in the program submission.*
3. Projects involving the renewal or replacement of trees, shrubs, and other materials, and minor changes in plant material that do not change the concept in an approved landscape plan.
4. Projects involving the replacement, but not the relocation or extension, of existing underground utility lines, such as pipes or cables. Excepted projects, which must be included in the submission, are those involving the replacement or rehabilitation of major mechanical systems, such as the replacement of boiler plants or air-conditioning systems, or projects involving utility surface structures, significant changes in drainage patterns, or impairment of surface uses.
5. Maintenance projects involving routine or occasional inspections, adjustments, and minor repairs. Examples of items in this category include: daily maintenance; hardware replacement; replacement doors and windows; individual plumbing fixtures, pumps, and valves; electrical switches; elevator maintenance and repairs; partitions; window guards; and ground maintenance improvements.

B. SUBMISSION MATERIALS AND INFORMATION

The following materials and information should be submitted by each agency:

1. MAPS

A site location map **MUST** be provided along with each Form A, showing the proposed location of each project and its relationship to existing and proposed facilities. The site development plan of an approved master plan that identifies the location of the proposed project will be sufficient.

If a proposed project has been previously submitted to the Commission for project review pursuant to 40 U.S.C. § 8722(d) and Section 5 of the National Capital Planning Act (40 U.S.C. § 8722(b)(1)), or any other applicable statute, a site location map is not required to be submitted with the Form A for that project.

2. SUBMISSION FORMS

Each submission should include the following information:

a. Form A: Federal Project Proposal

Provide descriptive text and data on each project being submitted—whether “new” or “existing”—and on any project for which reprogramming of funds in excess of 10 percent is requested.

b. Form B: Annual Review of Project Status

Provide information on the status of legislative action on individual FY 2006 capital budget projects currently being reviewed by the Congress as well as information on the status of projects that have been funded during the previous two fiscal years (FYs 2003-2004).

c. Form C: Proposed Federal Project Priority List

Provide a prioritization or ranking of all of your agency's or department's proposed projects within the region.

Submission Form Availability:

Forms A, B, and C are available in hard copy by contacting NCPC, or in PDF format at www.ncpc.gov.

To obtain a copy of Form A or Form C in Microsoft Word format, and a copy of Form B in Microsoft Excel format, contact Stacy T. Wood by Email at stacy.wood@ncpc.gov.

3. DIRECTIONS FOR COMPLETING FORM A

Each year, approximately 200 projects are submitted for inclusion in the FCIP. Participating agency cooperation in providing the requested information is imperative for completion of an accurate and up-to-date document. Given the recent terrorist attacks on the United States and the accompanying need for additional security at federal installations, the Commission anticipates many additional projects and/or changes to annual funding requests for projects currently in the FCIP. For accurate project tracking, the Commission requests that, for each project, agencies complete all the information requested on Form A.

Questions 1 through 12 are self-explanatory. The following describes the information requested in question 13, Project Description:

Project Description, Question 13

General Description of Project: Provide a concise description of each project including: size of project (number of floors); whether or not the project is an addition to an existing building; intended use (e.g., laboratory, office building, warehouse, dormitory, maintenance yard, street improvements, etc.); construction type; and exterior building materials. If the project involves renovation work, describe the improvements that will result. If the project contains multiple uses, list these uses and give square footage for each use (for example, a warehouse that also contains office space, a maintenance shop, and restrooms/locker rooms). If utility, landscaping, and street improvements are a part of the project, include them also.

Project Purpose and Justification: Explain why the project is needed. Give details, such as inadequacies of an existing building or facility, need for space for a specific use or program, or possible relationship with other governmental activities. Also identify any benefits to the government that the proposed project might provide.

Historic Preservation: In accordance with Executive Order 11593, each federal agency is responsible for locating, taking inventory of, and nominating to the Secretary of the Interior all sites, buildings, districts, and objects under their jurisdiction or control that appear to qualify for listing on the National Register of Historic Places. Federal agencies should ensure that any federally owned property that might qualify for nomination is not inadvertently transferred, sold, demolished, or substantially altered. Also, Section 106 of the National Historic Preservation Act of 1966 requires federal agencies undertaking, licensing, or funding projects to "take into account the effect of the undertaking on any district, site, building, structure, or object that is included in the National Register" and to "afford the Advisory Council on Historic Preservation a reasonable opportunity to comment with regard to such undertakings."

In the space provided, please briefly state whether the proposed project complies with Executive Order 11593 and Section 106 of the 1966 act and identify whether any historic landmarks would be affected by the proposed project, including what steps have been taken, or will be taken, to achieve their preservation.

Environmental Description/Analysis: the Council on Environmental Quality's Guidelines for the preparation of Environmental Impact Statements (hereinafter referred to as Guidelines, 38 Fed. Reg., August 1, 1973) advise that environmental evaluations of proposed actions, legislation, etc., should be undertaken at the earliest possible stage, particularly prior to any decision making. The Guidelines also advise that the amount of detail provided in the environmental evaluation "should be commensurate with the extent and expected impact of the action, and with the amount of information required (or available) at the particular level of decision making (planning, feasibility, design, etc.)."

In view of the potential environmental impacts of proposed projects in the program, and in view of the Commission's need to make an assessment of the impact of the overall FCIP, each sponsoring federal agency in the preparation of its overall five-year program submission should, to the extent possible at the programming stage, include an environmental description/analysis of each project proposal. In particular, for those projects that may generate storm water runoff impacts or may affect a floodplain or wetland area, measures should be identified to mitigate any adverse impacts.

For projects proposed in the first year of the program—FY 2006 Budget Year—it is essential that an environmental assessment be included that is sufficiently detailed to identify the likely impact of the project.

This description/analysis should specifically address the following aspects of each proposal, emphasizing those environmental areas or aspects of each proposal: (1) Impacts: discuss all anticipated positive and negative impacts of the proposal, emphasizing those environmental areas or aspects which would be most evidently impacted by the particular action; (2) Consistency with Official Policies, Regulations, etc.: discuss the conforming or conflicting nature of the proposal with respect to applicable federal, state, and local policies, controls, and regulations including those developed in response to the Clean Air Act and the Federal Water Pollution Control Amendments of 1972; Executive Order 11990, Federal Protection of Wetlands; and regional air quality policies and standards; (3) Alternatives: discuss the reasonable and appropriate alternatives to the proposal considered, particularly those that might enhance environmental quality and/or avoid adverse effects; and (4) Countervailing Benefits: discuss other compensating benefits of federal policy or interests that might offset any identified or anticipated adverse environmental effects of the proposal.

4. DIRECTIONS FOR COMPLETING FORM B

Include information on (1) the status of legislative action for projects included in FY 2005 capital budget submitted by the President to the Congress, and (2) the status of construction of those projects that have been funded by the Congress during the past two fiscal years (2003-2004) or are expected to begin in the near future.

If legislative action on certain FY 2005 projects has been delayed by the Congress and information on authorization and appropriation is not known at the present time, this information should be indicated in the Legislative Section column for that project. Later, in the winter of 2004, the Commission staff will contact liaison representatives to obtain this data.

The list you submit should include all land acquisitions or development projects that have been funded by the Congress, even if they were not submitted as part of the FCIP.

This progress report provides a way of tracking federal development within the National Capital Region.

5. DIRECTIONS FOR COMPLETING FORM C

Each agency should provide a prioritized list of their capital improvement project submissions. On an attachment to Form C:

1. Provide a brief description of how your agency or division prioritizes projects for your FY 2006-2011 capital program. For example, identify the factors for which projects may be ranked and if these factors are weighed against one another. Factors may include how projects: impact mission effectiveness; meet customer needs; impact the agency; compare through cost/benefits analyses; and strategically improve agency operational performance.

2. Provide a list of the rank of all projects within your agency or division FY 2006-2011 submittal by order of priority. Additional information on why the projects are ranked in this order, based on the criteria above, can be included. (Additional information may include, for example, how a project is necessary as part of a development schedule outlined in an installation master plan).

The Commission will use this information to compare and identify projects that are both critical to agency missions and strategically advance Commission or regional planning policies and development objectives established within adopted plans and programs (identified as projects "Recommended and Strongly Endorsed" by the Commission within the FCIP).

In addition, the Commission will identify projects that are considered a high priority to the agency but not to the Commission, as well as projects that are strongly endorsed by the Commission but not considered a top priority by the agency.

The Commission will provide this information to OMB next fall (2005) under a separate cover from its publicly accessible FCIP publication. Prior to final submission to OMB, the Commission will work with the agencies and identify issues that could be addressed in the future to promote those projects where the priorities of the agency and the Commission diverge.

6. SUBMISSION ADDRESS, FAX NUMBER, AND EMAIL

Maps and Forms A, B, and C can be submitted by mail, fax, or email. Responses should be made to the attention of Stacy T. Wood, Community Planner (202-482-7237).

Address:

NCPC
401 9th Street NW
Suite 500
Washington, DC 20576

Fax:

202-482-7272

Email:

stacy.wood@ncpc.gov